LATVIA – LITHUANIA CROSS-BORDER COOPERATION PROGRAMME 2021–2027

Project No. LL-00289 | Stay Safe

JOINT CIVIL PROTECTION STRATEGY AND ACTION PLAN

Latgale Planning Region (Latvia) & Panevėžys District Administration (Lithuania)

2025

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1. Introduction

This Joint Civil Protection Strategy has been developed under the Stay Safe project (No. LL-00289) within the Latvia–Lithuania Cross-Border Cooperation Programme 2021–2027. The strategy is a joint deliverable of the Latgale Planning Region (Latvia) and the Panevėžys District Administration (Lithuania) and is intended to strengthen civil protection capacity at both the local and regional level in the border area.

The strategy is based on a systematic assessment of existing civil protection plans, national legislative frameworks, and operational information of five Latvian national services: the State Border Guard (VRS), the National Armed Forces (NBS / Zemessardze 3rd Latgale Brigade), the State Fire and Rescue Service (VUGD), the Emergency Medical Service (NMPD), and the national cybersecurity authority (CERT.LV).

Scope of this Strategy

This document covers four thematic areas:

A — Civil protection measures at the EU external border with Belarus and Russia, and in the event of military threats

B — Safety measures in natural and man-made disaster scenarios (fires, floods, CBRN, etc.)

C — Mass casualty situations (MCI) and pre-hospital medical response

D — Cybersecurity, hybrid attacks, and information resilience (including disinformation and deepfakes)

1.1 Legal Basis and Programme Framework

The strategy is based in both Latvian and Lithuanian national legislation on civil protection, as well as in EU-level instruments. It must be read in conjunction with the technical specification (Attachment 1 to the service contract 14, 07.11.2025) from Latvia side and technical specification for expert services for project No. LL-00289 "Strengthening civil protection capacities in border regions through local leaders" (STAY SAFE) to the servise contract 2026-03-13 Nr, S1-71) from Lithuanian side and the project Cooperation Agreement between the lead partner and the Lithuanian project partner.

Key legal instruments informing this strategy include:

- the EU NIS2 Directive, and the Schengen Borders Code
- LV: the Latvian Civil Protection and Disaster Management Law, the National Security Law, the State Border Law, the National Cybersecurity Law.
- LT: the Lithuanian Crisis Management and Civil Protection Law, the Mobilization and Host Nation Support Law, the Martial Law, the Cybersecurity Law.

1.2 Document Structure

Section 2 presents a comparative situation assessment across both regions and all four thematic areas. Section 3 establishes the strategic framework – vision, mission, and strategic priorities. Section 4 contains the core Action Plan, structured into four blocks corresponding to the four thematic areas. Section 5 provides training recommendations. Section 6 addresses implementation, monitoring, and review.

2. Situation Assessment

This section summarises the key findings of the civil protection capability assessment conducted for the Latgale Planning Region and the Panevėžys District based on questionnaire data collected from national services and legal desk analysis.

2.1 Regional Profiles

Latgale Planning Region (Latvia)

As of 01.01.2024, the Latgale region has a total population of approximately 264,875 people and a territory of 14,547 km², comprising the state cities of Daugavpils (87,306; 72 km²) and Rēzekne (29,102; 18 km²), as well as the municipalities of Rēzekne, Augšdaugava, Krāslava, Ludza, Balvi, Preiļi, and Līvāni. Latgale forms approximately 450 km of EU and NATO's eastern land border with Belarus and Russia – one of the most sensitive geostrategic points in the alliance. A significant proportion of the population is Russian speaking, increasing exposure to hybrid influence operations. Infrastructure and resource provision are below the national average.

The national disaster management system of Latvia is organised and regulated under the legislative framework of Civil Protection and Disaster Management Law.[1] The law determines the competence of civil protection system and disaster management subjects to ensure the safety and protection of people, the environment and property in case of a disaster or threats.

The civil protection system is a component of the national security system, formed by the state and local government authorities.[2] **The prime minister is responsible for the functioning of the system** and the implementation of tasks, while the State Fire and Rescue Service of Latvia (**VUGD**), which is subordinate to the Ministry of Interior, **manages, coordinates, and controls the operation of the system** and civil emergency planning. In the event of a crisis, the Crisis Management Council, led by the Prime minister and supported by the Crisis Management Council secretariat, coordinates civil-military cooperation and the operational measures of state administrative institutions to ensure a rapid response and coordination of unified and timely implementation of political decisions. The Civil Protection Coordination Commission (**CAK**) of the local government cooperation territory, established and managed by the municipal authorities, is **responsible for the coordination of civil protection measures** in the event of disaster in the relevant administrative territories. CAK are established in all municipalities. All municipalities have adopted civil protection plans with a mandatory military section.

Preventive measures under the civil protection system in Latvia are based on risk assessment results and performed by the competent ministries involving the competent authorities:

A — National Armed Forces: https://www.mil.lv/en

B — State Fire and Rescue Service: https://www.vugd.gov.lv/en

C — Emergency Medical Service: https://www.nmpd.gov.lv/lv

D — Cyber Incident Response Institution: https://cert.gov.lv/en

The responsible authorities coordinate disaster management and their **tasks in the civil protection system** are the following:

1. to assess risk.
2. to determine the preventive, preparedness, response measures, draw up planning documents for the development of the respective field, laws and regulations and other documents based on the risk assessment.
3. to identify and plan resources for disaster management based on the risk assessment.

[1] https://www.vvc.gov.lv/en/laws-and-regulations-republic-latvia-english/civil-protection-and-disaster-management-law
[2] NDK_ENG_final.pdf

Considering risk assessment and disaster management measures, responsible authorities develop and manage implementation of civil protection plans. All developed plans are based on the content specified in Cabinet of Ministers regulation No. 658 "Provisions regarding the structure of civil protection plans and the information to be included therein", which implies that developed plans include preventative measures.[3]

According to latest published civil protection plans, the highest-risk areas in most municipalities of Latgale region are primarily related to extreme weather and environmental hazards, including **floods, storms, heavy rainfall, heat, and icing**, which are assessed with high probability and severe consequences. Additionally, health-related risks such as **epidemics** (e.g., influenza pandemic) and **large-scale fires** (forest and peat fires) are significant. Among infrastructure risks, **dam failures** (Daugava hydro cascade) and **energy supply disruptions** also pose serious threats.

Since Russia's full-scale invasion of Ukraine in February 2022, the threat assessment has fundamentally shifted to conventional military incursion, hybrid border operations including instrumentalised irregular migration, coordinated disinformation campaigns, GPS and communications interference, and the risk of mass civilian displacement across the border. Latgale-specific risk amplifiers compound this picture: the region's forests and wetlands hinder surveillance, a significant Russian-speaking population is exposed to high-influence foreign media.

Panevėžys District (Lithuania)

Panevėžys District Municipality is an administrative–territorial unit located in the central part of Lithuania. It is a ring municipality, meaning its administrative centre is the city of Panevėžys, which itself does not belong to the municipality's territory. The municipality borders other municipalities from the Panevėžys, Vilnius, Kaunas, and Šiauliai counties. It is crossed by the European route E67 (Via Baltica) and a railway line connecting Daugavpils and Radviliškis. In the future, the European standard electrified railway Rail Baltica will also pass through the Panevėžys district. The territory of Panevėžys District covers 2,178 km². The municipality is divided into 12 eldership (seniūnijos): Karsakiškis, Krekenava, Miežiškiai, Naujamiestis, Panevėžys, Pajstrys, Raguva, Ramygala, Smilgiai, Upytė, Vadokliai, and Velžys. As of 2025, it has a population of 35,422 residents.

The crisis management and civil protection system of Lithuania is organised and regulated under the Law on Crisis Management and Civil Protection. This law establishes the legal basis for the prevention of crises and emergencies, preparedness for crises and emergencies, their management, and the mitigation of their consequences. It also sets requirements aimed at ensuring the resilience and continuity of operations of critical entities.

The crisis management and civil protection system consists of the Government, the National Security Commission, the National Crisis Management Centre, ministries and other state institutions, municipal institutions and agencies, as well as other institutions and economic entities. Public policy in the field of crisis management and civil protection is shaped by the Ministry of the Interior, while the **Fire and Rescue Department under the Ministry coordinates the implementation of civil protection** across the territory of the Republic of Lithuania.

Preparedness for emergencies at the municipal level is organised by mayors. Each municipality has an Emergency Operations Centre, which organises and coordinates the management of emergencies and incidents, the mitigation of their consequences, rescue of the population and property, and the performance of vital state functions. Preparedness for emergencies also includes risk assessment of potential hazards and emergencies, preparation of emergency management plans, readiness of warning systems, training in crisis management and civil protection (including the

[3] https://likumi.lv/ta/id/294938-noteikumi-par-civilas-aizsardzibas-planu-strukturu-un-tajos-ieklaujamo-informaciju

organisation of civil protection exercises at various levels), public awareness and education, identification and preparation of collective protection facilities, and stockpiling of necessary resources.

At the national level, emergency prevention is carried out by ministries and other state institutions within their respective areas of competence. At the municipal level, prevention is carried out by the mayor, who, upon receiving proposals from the municipal Emergency Operations Centre, issues orders on emergency prevention measures. In addition, all institutions and economic entities are required to plan and implement preventive measures to avoid emergencies or mitigate their impact.

The management of emergencies is organised according to the scale of the affected territory. **Emergency is a legal regime** that is declared and revoked by decisions of the mayor or the Government. If an emergency affects only one municipality and its consequences can be managed using local civil protection forces, municipal resources, or the state reserve, the mayor declares a municipal-level emergency and appoints an operations commander. This commander is responsible for organising and carrying out search and rescue and urgent works, managing incidents and emergencies, and mitigating their consequences.

If an emergency affects two or more municipalities, the Government, upon the proposal of the National Crisis Management Centre, declares a state-level emergency. In such cases, the Government appoints an operations commander, who may be a member of the Government, the head of a state institution or agency responsible for the affected sector, or the head of the National Crisis Management Centre. The state-level operations commander organises and coordinates urgent actions necessary to eliminate the threat posed by the emergency.

If a state-level emergency cannot be managed by conventional means, the Government, upon the proposal of the National Security Commission, may decide to initiate crisis management actions. In such cases, the Government adopts strategic decisions and assigns crisis response tasks to state institutions. The National Crisis Management Centre plans, coordinates, and oversees the implementation of crisis management measures, while ministries carry out tasks within their areas of competence. During a crisis, the operations commander must coordinate actions with the National Crisis Management Centre.

The Lithuanian Armed Forces are not part of the crisis management and civil protection system; however, military units may be called upon to assist civil authorities in emergency situations.

Preparedness for military threats is regulated by the Law on Mobilisation and Host Nation Support and its implementing legislation. Ministries and municipalities have been assigned state mobilisation tasks and prepare mobilisation plans. During martial law, rescue, evacuation, search operations, emergency response, consequence management, and other urgent actions, as well as the burial of the deceased, are carried out in accordance with the procedures established by the Law on Crisis Management and Civil Protection.

According to the latest analysis of potential hazards and emergency risk of the Panevėžys District Municipality, the highest-risk hazards are fires, cyber-attacks, and natural hydrological phenomena (flooding). Significant risks are posed by natural meteorological phenomena, dangerous or extremely dangerous infectious diseases, and power supply disruptions.

2.2 National Civil protection measures – Existing Mechanisms

A	**EU external border with Belarus and Russia, and military threats** *Source:* Zemessardze 3rd Latgale Brigade | Administration of Panevėžys District Municipality

Latvia: All nine municipalities have adopted civil protection plans containing a mandatory military section (obligatory from 1 January 2024), developed in consultation with the Zemessardze 3rd Latgale Brigade. Yet not all municipal executives hold the requisite security clearance to access classified operational plans.

Civil–military cooperation is well-developed and extensively documented, with comprehensive national and municipal civil protection plans, legal frameworks, and supporting guidelines clearly defining roles, responsibilities, and coordinated actions in crisis and defence situations. National exercises – PILSKALNS, NAMEJS, NATRIX, and RUPORS – provide regular training across services. The Zemessardze brigade representative sits on every CAK. A personnel and other resource deficit identified as its principal constraint.

The following areas for improvement have been identified during the survey:

(i) Enhancing awareness among state and municipal institutions, the non-governmental sector, and society about comprehensive national defence and the role of everyone in it.

(ii) Maintaining cooperation within the CAK framework with neighbouring municipalities in both Latvia and Lithuania to ensure rapid and effective response in case of a military threat.

Lithuania: In accordance with the Law on Mobilization and Host Nation Support and the legal acts regulating its implementation, municipalities prepare mobilization plans based on the mobilization tasks assigned to them. In 2026, the Director of the Administration of Panevėžys District Municipality approved the mobilization plan of Panevėžys District Municipality, which has been coordinated with the Mobilization and Civil Resistance Department under the Ministry of National Defence.

The Law on Martial Law of the Republic of Lithuania stipulates that the evacuation of the population during wartime is carried out in accordance with the procedures established by the Law on Crisis Management and Civil Protection. The Government-approved Description of the Procedure for Population Evacuation provides for the organization of evacuation not only in peacetime but also in the event of war. It is established that, in the event of war, municipalities coordinate evacuation routes and their alternatives with responsible institutions and the Lithuanian Armed Forces.

A national population evacuation plan is being prepared in Lithuania, which defines the implementation of evacuation, including the mobilization and management of material and human resources in the event of an act of aggression. According to this plan, municipalities are divided into evacuating municipalities (Latgale planning region) and receiving municipalities (municipalities in central and northern Lithuania). Panevėžys District Municipality is a receiving municipality; therefore, residents evacuated from evacuating municipalities would be accommodated in designated collective protection structures within its territory. For this reason, the preparedness of the Panevėžys District Municipality administration for wartime is largely focused on readiness to receive residents evacuated from potentially active conflict zones.

The following areas for improvement have been identified during the survey:

(i) Strengthen the capacity of the municipal mobilisation management group to organise and coordinate the implementation of actions foreseen in the mobilisation plan.

(ii) Strengthen the capacities of municipal administration staff, employees of state institutions operating in the territory, and members of non-governmental organisations to participate in population evacuation and reception processes

B	**Natural and Man-made Disaster Response** *Source:* VUGD | Administration of Panevėžys District Municipality

Latvia: VUGD has classified Latgale's natural and man-made hazard profile as extensive, driven by geographic, climatic, and infrastructure characteristics. The assessed risk spectrum includes

transboundary environmental risks – principally the ingress of hazardous substances into Latvian territory via shared river systems, particularly the Daugava and Dubna flowing from Belarusian and Russian territory. Mass population displacement resulting from any major incident constitutes a cross-cutting risk affecting all categories. VUGD additionally recommends integrating hazardous waste management scenarios into civil protection plans, given the upstream cross-border contamination risk.

The legal framework for disaster response is well-established. Municipal civil protection plans are in place across all nine municipalities and include risk assessments and response procedures. The critical weaknesses lie in execution: the CAK operational capacity varies substantially across municipalities. Key challenges relate to organizing the operational headquarters during incident response, ensuring effective coordination among involved parties, efficient information flow, and clear communication with CAK.

Key areas for improvement:

(i) Strengthen cooperation between VUGD and municipal crisis management units in planning and implementing crisis response measures.
(ii) Conduct regular practical civil protection exercises, focusing on operational coordination and communication.
(iii) Improve knowledge and capacity of municipal civil protection staff and regularly update and align planning documents with the current situation.

Lithuania: The geographical location of the Panevėžys district creates preconditions for emergencies caused by floods and wildfires. Forests cover more than 30% of the district's territory; due to a drying climate, favourable conditions for fires occur during the warm season, while increasingly frequent summer storms increase the workload for rescue services and cause power supply disruptions. Floods from the rivers flowing through the district (Lėvuo, Nevėžis, Sanžilė) cause damage to residents and their property. There are approximately 50 fire-hazardous (vulnerable) objects in the district, including one hazardous facility (the UAB „Dominari“ foam factory). Additionally, two hazardous objects are located in the neighbouring Panevėžys City Municipality – the Panevėžys petroleum product terminal and the UAB „Naftėnas“ fuel base – where an accident or fire would also impact the Panevėžys district.

The mayor is responsible for organizing emergency preparedness within the municipality. The Panevėžys District Municipal Administration has established a robust framework, including a risk analysis of potential hazards, an Emergency Management Plan, and an emergency prevention measure plan. Civil protection exercises, training, and public education events are conducted annually. A Municipal Emergency Operations Center is in place, supported by territorial units: the Panevėžys County Fire and Rescue Board and the Panevėžys County Chief Police Commissariat.

Priority areas for improvement:

(i) Refine emergency management plans: Detail the management of high-risk hazards, with a focus on collective protection procedures (evacuation, sheltering) and resource mobilization;

(ii) Capacity building**:** Strengthen the emergency management capabilities of municipal specialists through joint training and exercises;

(iii) Public awareness: Increase community knowledge regarding potential hazards, associated risks, and the municipality's planned protection measures.

C	**Mass Casualty Situations and Pre-hospital Medical Response** *Source:* NMPD | Administration of Panevėžys District Municipality

Latvia: NMPD identifies MCI response as the central challenge for the Latgale region, given the convergence of military threat exposure, CBRN risk, geographic remoteness, and the region's position on NATO's eastern flank.

The institutional framework is present but operationally underdeveloped. Two regional hospitals (Daugavpils Regional Hospital and Rēzekne Hospital) serve as the primary surge capacity nodes, supplemented by hospitals in Preiļi, Ludza, and Kārsava. Hospital Disaster Medicine Plans (SKMP) have been prepared for all acute-care facilities, and the National Disaster Medicine Plan (VKMP) provides the overarching coordination framework. The NMPD Brigade Support Centre (BAC) manages regional coordination. CBRN response capacity represents the algorithms for CBRN scenarios, although solving and managing the possible situations is complex.

Main areas requiring improvement:

(i) Improve preparedness and response in mass casualty situations;
(ii) Strengthen readiness and response in case of war, military invasion, or related threats;
(iii) Implement countermeasures and response capacity for CBRN incidents.

Lithuania: In the Panevėžys district, road transport accidents are identified as the primary threats capable of causing mass casualties or injuries that may result in a high demand for first aid.

In the event of a mass casualty incident, the most critical healthcare services are Emergency Medical Services (EMS). Since July 1, 2023, these services in the Panevėžys district have been provided by the Panevėžys Branch of the Emergency Medical Service Service, based in Panevėžys city. This branch provides EMS across the territories of Anykščiai, Biržai, Kupiškis, Panevėžys, Pasvalys, and Rokiškis districts, as well as the Panevėžys city municipality. EMS includes essential medical aid for patients in cases of accidents involving life-threatening, dangerous, and critical conditions or acute illnesses at the scene. When indicated, EMS is responsible for the urgent transport of patients to stationary personal healthcare institutions (PHCI) and for mass disaster preparedness.

One personal healthcare institution operates within the Panevėžys District Municipality – the Panevėžys District Municipal Polyclinic. It is mandated to ensure the continuity of personal and public healthcare services. In the event of a high number of casualties, first aid in the Panevėžys district would be provided on the Polyclinic's premises. The Polyclinic has developed mass casualty protocols, which are activated in cases of large-scale traffic accidents, explosions, chemical accidents, and/or whenever there are more than 6 casualties.

Key areas for improvement:

(i) Strengthen first aid delivery capacities by expanding first aid training;

(ii) Improve preparedness and response in mass casualty situations.

D	**Cybersecurity, Hybrid Threats, and Information Resilience** *Source:* CERT | Administration of Panevėžys District Municipality

Latvia: CERT reports a sharply escalating cyber threat environment since 2022, characterised by increasing attack frequency, novel methodologies, and geopolitically motivated incidents. The Latgale region faces a dual exposure: technical cyber threats targeting municipal information infrastructure, and hybrid threats operating in the information space – particularly relevant given the high proportion of Russian-speaking residents and elevated consumption of Russian-language propaganda media. The most significant documented incident directly affecting Latgale was the ZZ Dats supply chain data breach (2024), in which data from 42 Latvian municipalities was compromised. Additional threat vectors include financial fraud against residents through impersonated state and banking portals; social engineering and 'patience exhaustion' attacks on Smart-ID; APT-level espionage in municipal systems; coordinated disinformation campaigns amplified by fake news

portals and deepfake content featuring politicians; and DDoS attacks on public authority websites tied to geopolitical events.

The regulatory framework has been substantially strengthened with the entry into force of the National Cybersecurity Law on 1 September 2024, transposing the EU NIS2 Directive. CERT provides high-quality SOC support to the public sector, a DNS firewall blocking access to malicious sites, and regular "Esi Drošs" training seminars. Technical cross-border exchange with Lithuania via CSIRT Network channels functions at the national level. However, the municipal tier remains the weakest link: cybersecurity manager appointments required under NKDL are in progress; incident response plans have not been updated to NKDL standards in many municipalities; IKT infrastructure inventories are incomplete, meaning municipalities lack a full picture of their own asset exposure; third-party vendor security requirements are superficially managed (the ZZ Dats incident being a direct consequence); and cyber hygiene training for municipal staff is irregular.

Priority areas for improvement:

(i) Enhance cybersecurity governance in line with NIS2[4] and National Cybersecurity Law requirements;

(ii) Strengthen cybersecurity resilience by ensuring secure, monitored, and recoverable ICT systems, and improving staff awareness and response to cyber threats and incidents;

(iii) Promote international cooperation and legal frameworks in cyberspace, including information sharing, mutual support, and adoption of best practices to address cyber threats and crises.

Lithuania: Situated on the front lines of NATO's eastern flank, is a constant target of Russian disinformation and propaganda. The country faces unconventional hybrid threats, including informational attacks, cyberattacks, physical airspace disruptions (balloons, drones), the instrumentalization of migration, and navigation interference. A significant challenge is posed by disinformation flows from Russia and Belarus: misleading narratives spread rapidly, influencing public sentiment and distorting reality. These campaigns utilize bots, troll networks, AI, pseudo-journalists, and local actors to undermine the military, NATO, and energy projects, as well as to falsify history and incite insecurity. A notable coordinated attack occurred in 2023, where approximately 4,000 Lithuanian institutions received false bomb threats, combining psychological pressure with cyber methods.

The Law on Cybersecurity and the government-approved Description of Cybersecurity Requirements establish the national regulatory framework. Locally, the Panevėžys District Municipality has developed plans for cyber incident management and the continuity of networks and information systems. However, the human factor remains a critical vulnerability. Employee negligence and a lack of basic cyber hygiene create opportunities for social engineering attacks. Therefore, strengthening cyber resilience is required at both the institutional and individual levels.

Currently, hybrid threats are managed by nature: cyber incidents fall under the National Cyber Security Centre (NCSC), while other services respond to threats based on their operational profiles. A notable gap exists in the legal framework, as "disinformation" is not yet detailed in Lithuanian legislation, leaving the legal base for information warfare insufficiently prepared.

Priority areas for improvement:

(i) Strengthen cyber resilience across all government sectors and at all levels;

(ii) Enhance the readiness of institutions to respond appropriately to threatening messages (e.g., hoax bomb threats).

[4] https://digital-strategy.ec.europa.eu/en/policies/nis2-directive

Conclusions for the Joint Strategy: Both the Latgale region and the Panevėžys District has a legally adequate civil protection framework across all four thematic areas, but operational capacity and cross-border coordination consistently lag the legislative architecture.

2.3 Cross-border Cooperation – Existing Mechanisms

Existing cross-border cooperation mechanisms between Latvia and Lithuania in the field of civil protection are grounded in bilateral and multilateral legal instruments, of which most important are:

- **EU Civil Protection Mechanism (UCPM)** – allows EU and participating states to request and provide assistance in disasters, including cross-border emergencies and complex crises. It includes rescEU strategic reserves (firefighting, medical, CBRN capacities).
- **NATO Euro-Atlantic Disaster Response Coordination Centre (EADRCC)** – provides civil emergency coordination, including border-region crises and military-related emergencies.
- **Nordic–Baltic cooperation frameworks (incl. NB8)** – coordination on environmental risks, wildfires, and emergency response.
- **EU European Medical Corps (EMC)** – deployable medical teams for large-scale emergencies.
- **EU NIS2 Directive** – harmonised cybersecurity requirements for critical infrastructure and essential services across Member States.
- **EU Cyber Solidarity Act** – EU-wide coordination for large-scale cyber incidents and crisis response.
- **EU–NATO cooperation on hybrid threats** – joint frameworks for cyber, disinformation, and critical infrastructure protection.
- **Agreement between the Government of the Republic of Latvia, the Government of the Republic of Estonia, and the Government of the Republic of Lithuania on cooperation in the field of disaster prevention, preparedness, and response.**[5]
- **Operational cooperation agreement between the State Fire and Rescue Service of the Republic of Latvia and the Fire and Rescue Department under the Ministry of the Interior of the Republic of Lithuania.**
- **Agreement between the Government of the Republic of Latvia and the Government of the Republic of Lithuania on rapid notification of nuclear accidents, information exchange, and cooperation in the field of nuclear safety and radiation protection.**[6]

Latvia and Lithuania cooperate in civil protection and emergency management within a well-developed and highly institutionalized framework of bilateral agreements, where competent authorities – namely VUGD in Latvia and the Fire and Rescue Department under the Ministry of the Interior in Lithuania – are responsible for coordination and implementation of cooperation activities.

The cooperation covers the full disaster management cycle, including response, and knowledge and information exchange. Information and knowledge exchange is a key pillar and includes joint scientific projects, exchange of legal and methodological documents, participation in conferences, seminars, joint exercises, training of specialists, and expert exchange.

Coordination mechanisms are formalized through international commissions and working groups, which regularly meet (typically annually or as needed) and maintain updated contact points for operational communication. Operational coordination is not precisely defined, for instance it doesn't include defined rules for communication language, procedures for immediate or written requests

[5] https://likumi.lv/ta/id/298094-par-latvijas-republikas-valdibas-igaunijas-republikas-valdibas-un-lietuvas-republikas-valdibas-noligumu-par-sadarbibu-katastrofu
[6] https://m.likumi.lv/doc.php?id=230735

for assistance, types of assistance. However, it states information immediate exchange and free of charge financial arrangements.

In the medicinal area, a cross-border mutual assistance mechanism with Lithuanian emergency medical units is legally formalised but operationally underused, e.g. joint drills in this framework are rare.

In the cybersecurity area, cooperation takes place at the national level, with cyber incident response teams collaborating at the technical level and ministries engaging at the strategic level. This cooperation most often occurs within the Baltic States format or the Nordic–Baltic format. Regular joint exercises are also organized for cross-border cyber incident response, such as "Cyber Europe". This cooperation and reporting framework within the EU context is largely defined by the European Cybersecurity Act – Cybersecurity Blueprint.

Key areas for improvement:

A: (i) Develop **aligned cross-border evacuation and population movement plans**, particularly for scenarios involving movement toward Latvia in case of regional danger.

(ii) Improve **data sharing on critical resources** in border areas, including fuel, medical supplies, and food reserves for potential joint crisis use.

(iii) Strengthen shared situational **awareness of the information environment**, including monitoring of dominant narratives and public sentiment related to security issues.

(iv) Agree on **joint crisis scenarios for coordination meetings**, including simultaneous cross-border crises, mass population displacement, resource shortages, logistics constraints, and disinformation spread.

(v) Ensure **involvement of all key decision-makers**, including municipalities, emergency services (fire and rescue, police, EMS), armed forces, border guards, hospitals, critical infrastructure operators, NGOs, and key communication actors such as regional media and trusted local leaders.

(vi) **Address legal and institutional differences** between Latvia and Lithuania regarding civil protection, emergency powers, and crisis declaration procedures.

(vii**) Reduce language barriers at operational level**, particularly in border regions, to improve real-time coordination during emergencies.

(viii) Mitigate risks of resource competition in crisis situations, **ensuring mechanisms for mutual assistance** even when both countries face simultaneous shortages of essential supplies.

(ix) Improve public knowledge about potential hazards and **increase resident engagement in military threat preparedness processes**.

B: (i**) Joint practical exercises** and training activities.

(ii) **Exchange of experience on crisis and emergency coordination** at different administrative and operational levels.

(iii) Identification, maintenance, and regular **testing of early warning communication channels**.

(iv) **Clear procedures for mobilization** and use of additional resources during emergencies.

(v) **Improve public knowledge** about potential hazards and increase resident involvement in preparedness processes

C: (i) Improve **mutual understanding of crisis management systems** and response procedures, including clearer knowledge of available cross-border resources for MCI.

(ii) Strengthen **joint preparedness through regular coordination of high-risk scenarios**, including MCI events, military threats, and CBRN incidents.

(iii) Ensure **systematic involvement of all key operational and decision-making actors**, including emergency services, municipal leaders, and hospital management from both countries.

(iv) **Harmonize legal frameworks**, operational procedures, and medical response standards to reduce differences between national systems.

(v) **Improve real-time information exchange** to ensure timely and complete situational awareness during emergencies.

(vi) **Clarify roles, responsibilities, and levels of engagement** in existing intergovernmental agreements.

(vii) Increase the frequency of joint cross-border exercises to test and **align procedures in practice.**

(viii) **Strengthening residents' first aid skills**.

D: (i) **Incident reports and indicators of compromise**, through both bilateral channels and CSIRT Network mechanisms[7].

(ii) Systematically **sharing analysis of recent attack trends** and comparing national mitigation approaches.

(iii) Facilitate regular **exchange of best practices and technical solutions** (e.g., DNS filtering, ad fraud prevention, and telecom-based protections against scam calls).

(iv) Enhance **cooperation on protection of critical and essential services**, including targeted attacks against municipalities and key service providers in the region.

(v) Expand **dialogue on regulatory and policy initiatives** affecting cybersecurity resilience and incident prevention measures.

(vi) strengthen **public knowledge of cyber hygiene** and disinformation recognition.

Conclusions for the Joint Strategy: Cross-border cooperation with Lithuania exists at the legal and strategic level but is operationally underused in all four areas: joint exercises are infrequent, evacuation routes uncoordinated, early warning unsystematised, and no cyber/hybrid coordination channel exists at the regional level.

[7] https://www.csirt.org/

3. Strategic Framework

3.1 Vision

A resilient cross-border community in the Latgale–Panevėžys region, where public authorities, national services, and citizens are prepared to prevent, respond to, and recover from the full spectrum of civil protection threats – together, across the border.

3.2 Mission

To establish a sustained, institutionalised, and operationally effective framework for cross-border civil protection cooperation between the Latgale Planning Region and the Panevėžys District Administration, covering military threats, natural and man-made disasters, mass casualty response, and cyber and hybrid threats.

3.3 Strategic Priorities

Six strategic priorities have been identified based on the Latgale capability assessment and cross-border cooperation gaps. These priorities structure the Action Plan in Section 4 and guide resource allocation, training, and institutional development.

P1	**Interoperable Communications** Establish a unified intermunicipal communications network in the Latgale–Panevėžys region and develop cross-border coordination protocols.
P2	**Joint Cross-border Exercises** Organize joint cross-border exercises covering response actions to illegal border crossings and hybrid operations.
P3	**Capacity Building for CAK Members** Deliver an 8-hour training programme for the Latgale–Panevėžys region CAK members across the four thematic areas.
P4	**CBRN Capacity Strengthening** Strengthen regional CBRN response capacity. Address equipment shortfalls and develop civil-military handover protocols.
P5	**Media Literacy and Cyber Hygiene** Launch a coordinated media literacy and cyber hygiene campaign targeting Latgale-Panevėžys region residents, with a focus on countering disinformation and deepfakes. Develop targeted materials for elderly and socially vulnerable groups.
P6	**Legal and Procedural Information Exchange** Analyse differences between Latvian and Lithuanian civil protection legal frameworks and develop operational protocols to bridge identified gaps.

4. Action Plan for Strengthening Emergency Preparedness and Civil Protection Capacities

The Action Plan is structured into four blocks corresponding to the four thematic areas of this strategy. **Each block specifies: (i) actions for municipal administration, (ii) training for municipal specialists and community leaders, and (iii) public education measures**. Actions within each block are directed at both the Latgale region and the Panevėžys District.

A **Border Security and Military Threat Scenarios**
Strategic Priority P1 · P2

ACTION BLOCK A
Border Security and Military Threat Scenarios

Municipal Administration Actions

1. Strengthen the interaction between the Latgale region and Panevėžys District Municipality by establishing shared assistance algorithms: ensuring efficient information sharing, aligning procedures for the evacuation of residents from areas bordering Russia and Belarus, and providing for their temporary accommodation in the collective protection facilities of Panevėžys District Municipality.
2. Establish a formal coordination mechanism between CAKs (Latvia) and Panevėžys District Emergency Operations Center (Lithuania) including regular joint review meetings (minimum once per year).
3. Develop clear civilian support procedures for NBS, including provision of premises, transport, and resources, and integrate them into municipal civil protection plans.

Training for Municipal Specialists and Community Leaders

1. Organise 16 academic-hour training sessions titled "Civil Protection Measures at the EU External Border with Belarus and Russia, and in the Event of Potential Military Threats" for representatives of public services operating in Latgale and Panevėžys District.
2. Organise 8 academic-hour training sessions with the same title for municipal emergency management specialists (CAK members in Latvia , Panevėžys District EOC members in Lithuania) and local community leaders.
3. Organise 4 academic-hour training sessions on "Organisation of Population Evacuation" for civil protection specialists and community leaders in municipalities of the Latgale Planning Region.
4. Organise 4 academic-hour training sessions on "Organisation of Reception of Evacuated Population" for civil protection specialists and community leaders in Panevėžys District Municipality.

Public Education

1. Prepare, publish, disseminate, and promote educational materials for residents on preparedness and self-protection in the event of military threats or war, with particular attention to elderly, socially vulnerable, and disabled persons. Materials to cover (i) municipal preparedness for mobilisation and war; (ii) how to prepare for military threats; (iii) how to prepare for self-evacuation; (iv) where to shelter in case of air raids; (v) methods and means of civic resistance.
2. Disseminate the Ministry of Defence publication "How to Act in Case of War" and State Chancellery anti-disinformation guide "Recognise and Resist" to all target municipalities in Latgale and Panevėžys District.

B Natural and Technological Risks

Strategic Priority P3 · P4

ACTION BLOCK B
Natural and Technological Risks

Municipal Administration Actions

4. Carry out and regularly update risk assessments of potential hazards and emergency situations to identify risks that must be thoroughly planned and described on regional level.
5. Prepare municipal (planning region) risk maps indicating hazardous objects, sources of risk, collective protection sites (shelters), and potentially dangerous and safe areas — including cross-border hazard zones where applicable.
6. Provide for preventive measures aimed at mitigating the impact of emergencies on residents, property, the environment, and essential living conditions.
7. Regularly review emergency response procedures and test their effectiveness through civil protection exercises, including cross-border scenarios involving Lithuanian counterparts.
8. Establish or update bilateral coordination protocols between Latgale - Panevėžys District for shared hazards – particularly floods, forest fires, and CBRN incidents - along shared river basins and transport corridors.

Training for Municipal Specialists and Community Leaders

5. Organise 8 academic-hour training sessions "Safety Measures in the Event of Natural or Man-made Disasters" for municipal emergency management specialists and community leaders in both regions.
6. Develop and deliver specialised CBRN response familiarisation training for CAK members and Panevėžys District EOC members in Lithuania as first responders in Latgale, in cooperation with VUGD and NMPD.

Public Education

3. Organise fire prevention campaigns (competitions, lectures, educational events) in schools and communities, involving state and municipal fire services, NGOs, organisations of persons with disabilities, and other education providers.
4. Organise meetings and discussions between civil protection specialists and local communities on issues relevant to residents.
5. Prepare, publish, disseminate, and promote educational materials for residents on natural and technological threats and self-protection methods – with special attention to vulnerable groups. Topics: how to protect oneself from fires; how to prepare for floods and act safely during them; how to act in case of a chemical accident; how to act in case of radiation contamination; how to prepare supplies and essential items (72-hour self-sufficiency); how to set up safer rooms at home.

C Mass Casualty Situations and Medical Response

Strategic Priority P3 · P4

ACTION BLOCK C
Mass Casualty Situations and Medical Response

Municipal Administration Actions

9. Develop detailed municipality preparedness procedures in mass casualty situations, including drone-related situations.
10. Establish a volunteer first aid network covering all local administrative units in the Latgale region and in Panevėžys District and appoint a coordinator for its activation and activities.
11. Regularly conduct civil protection exercises and training for medical personnel regarding preparedness for mobilisation or war – including CBRN scenarios.
12. Ensure that residents know where to seek emergency assistance in their city or municipality during holidays and emergency events.
13. Activate and operationalise the municipality actions within existing cross-border zone mechanism between NMPD (Latvia) and a Lithuanian emergency medical structure.

Training for Municipal Specialists and Community Leaders

7. Organise 8 academic-hour training sessions "Organisation of First Aid" for municipal emergency management specialists in both regions.
8. Include mass casualty management, triage, and CBRN decontamination familiarisation in the cross-border training programme for service representatives.

Public Education

6. Organise basic first aid training (CPR, use of defibrillators, choking response, bleeding control) for residents – including municipal staff, educational institution employees, and public transport drivers – involving qualified public health or other specialists.

D — **Cybersecurity and Hybrid Threats**
Strategic Priority P5 · P6

ACTION BLOCK D
Cybersecurity and Hybrid Threats

Municipal Administration Actions

14. Ensure the security of data and information managed by the municipal administration and key cybersecurity entities: ensure continuity of network and information systems and management of cyber incidents; establish requirements for data backup, storage, and recovery, including scope and frequency.
15. Conduct a full IKT infrastructure inventory for each municipality in Latgale to establish a clear picture of assets, access rights, and third-party dependencies.
16. Reduce the impact of disinformation and strengthen trust in state and municipal institutions: update civil protection information on municipal websites; provide clearly visible contact information for public inquiries about threats and protection measures (available on weekdays, weekends, and holidays); organise searches for fake social media accounts and publish the results.
17. Identify sources of disinformation and enable the public to report disinformation conveniently to responsible institutions.

18. Conduct public surveys to assess awareness and knowledge about threats and protection measures.
19. Establish a cross-border information exchange channel within Latgale and Panevėžys District for disinformation monitoring and coordinated public communication during crises.

Training for Municipal Specialists and Community Leaders

9. Organise 16 academic-hour training sessions "Cyber and Hybrid Attacks" for representatives of public services in Latgale and Panevėžys District.
10. Organise 8 academic-hour training sessions with the same topic for municipal emergency management specialists and community leaders in both regions.

Public Education

7. Organise training for journalists and media representatives to prevent the spread of misleading information and ensure reliable public communication about preparedness for military threats and emergencies.
8. Develop and implement an information resilience campaign – from school programmes to public courses – creating targeted educational tools for vulnerable groups (elderly, regional communities, youth), including training on recognising deepfake and AI-generated content for educators, journalists, and public sector employees.
9. Organise 2 academic-hour training sessions for different target groups (teachers, students, residents) on recognising and preventing disinformation, including digital citizenship, media literacy, and critical thinking skills.

5. Training Recommendations and Curriculum Outlines

This section provides the recommended curriculum content for each thematic training block. **Training is delivered in two formats: (i) regional-level training in national languages for CAKs and Panevėžys District EOC and respective community representatives; (ii) cross-border training in English for joint Latvia–Lithuania exercises and situation simulations.**

5.1 Audience Tiers

The technical specification identifies three distinct audience tiers, each with different training depth and content focus:

Tier	Audience	Blocks	Hours
Tier 1 — Service representatives	VRS, NBS, VUGD, NMPD, CERT.LV (Latgale) + PGV, VPK, GMP, Municipal Polyclinic (Panevėžys)	A, D (cross-border)	16 h each (A + D)
Tier 2 — Municipal specialists	CAK members (LV), Emergency Operations Centre staff (LT), community leaders	A, B, C, D (in house)	8 h each block
Tier 3 — General public / community	Residents, teachers, transport workers, vulnerable groups	A, B, C, D (in house)	2–4 h per topic

5.2. National Trainings Learning Objectives

A — Border Security and Military Threat Scenarios
Strategic Priority P1 · P2

Upon completing this module, participants will be able to:

- Describe the current military threat landscape in the Latgale border region, including hybrid operations, instrumentalised migration, and disinformation
- Identify the roles and responsibilities of NBS/Zemessardze, VRS, VUGD, VP, and municipal CAK in Latvia and Panevėžys District EOC members in Lithuania in military threat scenarios
- Apply the civil protection plan military section in their own municipality — activating CAK, initiating evacuation, providing civilian support to NBS
- Coordinate with neighbouring municipalities and, where applicable, with Lithuanian counterparts in Panevėžys District
- Recognise disinformation and hybrid influence operations and apply counter-messaging procedures
- Explain the legal basis for civil protection action in military threat scenarios (Civil Protection Law, National Security Law, State Border Law)

B — Natural and Technological Risks
Strategic Priority P3 · P4

Upon completing this module, participants will be able to:

- Identify the principal natural and technological hazards in the Latgale region and assess their cross-border implications
- Apply municipal risk maps and civil protection plans in disaster response scenarios
- Coordinate with VUGD, NMPD, and NBS in disaster response and resource mobilisation
- Operate cross-border early warning protocols with Lithuanian counterparts for shared hazards (floods, forest fires, CBRN)
- Implement preventive measures and communicate risk to vulnerable community members
- Organise population reception and temporary shelter in mass evacuation scenarios

C **Mass Casualty Situations and Medical Response**
Strategic Priority P2 · P4

Upon completing this module, participants will be able to:

- Describe the structure and activation procedure of the Disaster Medicine System (KMS) — VKMP, SKMP, NMPD, hospital roles
- Coordinate with NMPD, VUGD, and NBS in an MCI event – including CBRN decontamination handover procedures
- Activate the 20 km cross-border medical assistance zone with Lithuanian NMPD counterparts
- Perform basic first aid: CPR, bleeding control, use of AED, choking response
- Organise community-level first aid response — volunteer network activation, coordinator role

D **Cybersecurity and Hybrid Threats**
Strategic Priority P5 · P6

Upon completing this module, participants will be able to:

- Identify the cyber and hybrid threat landscape relevant to Latvian municipalities — including APT attacks, supply chain incidents, social engineering, and disinformation (with reference to ZZ Dats 2024)
- Apply NKDL obligations for municipalities: appoint a cybersecurity manager, maintain IKT asset inventory, establish incident response and business continuity plans, report incidents per Article 34
- Recognise social engineering, phishing, Smart-ID abuse, and deepfake content; apply countermeasures
- Distinguish credible information from disinformation; identify information manipulation techniques and report to responsible authorities
- Communicate reliably with the public on civil protection topics during crises; manage false narratives
- Activate CERT.LV support and report a cyber incident using correct channels

5.3. Cross-border Trainings Learning Objectives

The cross-border training programme is designed for joint delivery within Latgale and the Panevėžys District Administration and covers two thematic areas over four days. It is conducted in English, targets service representatives and senior municipal specialists from both countries and includes both theoretical components and situation simulations. Programme content is to be developed jointly by the Latvian and Lithuanian civil protection experts.

DAYS 1–2 | Civil Protection at the EU External Border — Illegal Crossing and Military Hybrid Scenarios
2 days · English · Joint LV–LT delivery · Audience: service representatives + senior municipal specialists

- Demonstrate joint Latvia–Lithuania procedures for responding to mass irregular border crossings and hybrid border operations
- Coordinate cross-border evacuation, reception, and temporary shelter in military threat scenarios
- Apply the mutual assistance coordination centre protocols established under Action Block A
- Execute joint communication and information-sharing procedures between LV and LT authorities

- Conduct a joint cross-border tabletop or field exercise integrating VRS/LT Border Police, NBS/LT military, VUGD, and municipal CAK

DAYS 3–4 | Cyber and Hybrid Attacks — Cross-Border Coordination and Simulation
2 days · English · Joint LV–LT delivery · Audience: service representatives + municipal IT/cybersecurity responsible persons

- Identify cross-border cyber threat scenarios relevant to the LV–LT border region
- Apply CSIRT Network cross-border incident notification and coordination procedures
- Execute a coordinated response to a simultaneous cyber incident and disinformation campaign affecting both countries
- Develop joint protocols for cross-border information exchange on compromise indicators and disinformation threats
- Demonstrate public communication coordination between Latvian and Lithuanian authorities during a hybrid crisis

5.4 Public Education and Community Outreach

In addition to the specialist training programme, the action plan specifies a series of public education measures targeting residents, teachers, public transport workers, and vulnerable groups across the Latgale region and Panevėžys District. These are short-format sessions (2–4 academic hours) and are designed for broad reach rather than in-depth competency development.

Topic	Target Audience	Key Content	Format	Duration
Population Evacuation Organisation	Civil protection specialists and community leaders in Latgale Planning region municipalities	Evacuation trigger criteria; self-evacuation procedures; shelter locations; communication during evacuation; support to elderly and disabled	Lecture + practical drill	4 academic h
Reception of Evacuated Population	Civil protection specialists and community leaders in Panevėžys District (LT)	Reception centre management; registration; accommodation; basic needs; coordination with LV side	Lecture + workshop	4 academic h
Military Threat Preparedness	General residents; focus on elderly, socially vulnerable, disabled	How to prepare for military threats; self-evacuation; shelter-in-place; civic resistance methods; 72-hour self-sufficiency	Community meeting / info campaign	Module-based
Fire Prevention Campaign	School pupils, community organisations, NGOs	Fire safety at home; forest fire behaviour; when and how to call emergency services; evacuation from a burning building	Competition / lecture / school event	Variable
Natural and Technological Hazard Preparedness	General residents; vulnerable groups	Flood preparedness; chemical accident response; radiation contamination; 72-hour self-sufficiency kit; safer room setup	Community meeting + leaflet	Module-based

Basic First Aid	Municipal staff, teachers, public transport drivers, general residents	CPR (adult/child); AED use; bleeding control; choking response; when to call 112	Practical skills session	4 academic h
Recognising and Reporting Disinformation	Teachers, students, general residents	Digital citizenship; media literacy; critical thinking; deepfake and AI-content recognition; how to report disinformation	Workshop / school session	2 academic h

5.5 Recommended Trainers, Institutions, and Quality Assurance

5.5.1 Trainer Matrix

Institution / Expert	Block A	Block B	Block C	Block D	Cross-border
NBS / Zemessardze 3rd Latgale Brigade	**Lead**	Support	Support	–	Days 1–2
VRS (State Border Guard)	**Lead**	–	–	–	Days 1–2
VUGD	Support	**Lead**	Support	–	–
NMPD (Emergency Medical Service)	Support	Support	Support	–	–
CERT.LV	–	–	–	**Lead**	Days 3–4
NBS Cyber Defence Battalion	–	–	–	Support	Days 3–4
MoD / State Chancellery	Support	–	–	Support	Days 1–4
VDD (State Security Service)	–	–	–	Tier 1	Days 3–4
Certified First Aid Instructors	–	–	**Lead**	–	–
LT counterpart expert (Panevėžys)	Support	Support	–	Support	Days 1–4

5.5.2 Quality Assurance

All training modules should be subject to the following minimum quality assurance requirements:

- Pre-training needs assessment: brief survey of participants' existing knowledge level to calibrate content depth
- Session evaluation form: participant satisfaction and perceived utility rating after each training day
- Competency check: short knowledge verification exercise at the end of each theoretical block
- After-action review for exercises: structured debrief identifying lessons and protocol improvement recommendations
- Trainer self-assessment: trainers document observations on content gaps and participant performance
- Aggregate reporting: results compiled in a training report submitted to the Latgale Planning Region and Panevėžys District Administration within 30 days of training completion

6. Implementation, Monitoring and Review

6.1 Governance Structure

Implementation of this strategy is the joint responsibility of the Latgale Planning Region and the Panevėžys District Administration. Cross-border coordination meetings provide the formal governance mechanism. The lead partner coordinates overall implementation, monitoring, and reporting to the programme.

6.2 Roles and Responsibilities

Actor	Responsibilities	Reporting to
Latgale Planning Region	Lead partner; strategy coordination; exercise organisation in Latvia; reporting	Latvia–Lithuania Programme Joint Secretariat
Panevėžys District Administration	Partner; Lithuanian input to strategy; exercise participation; dissemination in LT	Latgale Planning Region (lead partner)
CAK Chairs — Latgale municipalities	Local implementation; civil protection plan updates; community engagement	Latgale Planning Region
Panevėžys District EOC	Local implementation; civil protection plan updates	Panevėžys District Administration
NBS / Zemessardze 3rd Brigade	Training content; exercise scenario development; CIMIC coordination	Ministry of Defence (LV)
VUGD, NMPD, VRS, CERT.LV	Thematic expertise; cross-border service coordination	Respective ministries (LV)
PAGD Panevėžio APGV; Panevėžys County Chief Police Commissariat	Thematic expertise; training delivery; cross-border service coordination	The Ministry of the Interior (LT)
Panevėžys District Municipal Polyclinic	Thematic expertise; training delivery;	Panevėžys District Administration

6.3 Monitoring Indicators

The following indicators are recommended for monitoring implementation of the Action Plan. Baseline data and targets are to be agreed at the first cross-border coordination meeting.

Indicator	Baseline	Target
Number of cross-border coordination meetings held	0	3 (per project)
Number of joint cross-border exercises conducted	0	1 per year
Number of service representatives trained (blocks A–D)	0	Per training plan
Number of municipal specialists trained (blocks A–D)	0	Per training plan
Number of residents reached by public education campaigns	0	To be agreed
Number of municipalities with appointed cybersecurity manager	Partial	9 (all Latgale)
Cross-border resource inventory completed	No	Yes

6.4 Review and Update Cycle

This strategy is a living document. It shall be reviewed at each cross-border coordination meeting and formally updated following completion of the Lithuanian situation assessment. A full review is recommended no less than every two years or following a significant incident or change in the threat environment.

Abbreviations and Glossary

Abbreviation	Full term and explanation
APT	Advanced Persistent Threat — state-sponsored or highly organised cyber espionage attack
BAC	Emergency Alerting Centre (Latvian: Brīdinājumu un apziņošanas centrs)
CAK	Civil Protection Coordination Commission (Latvia)
CBRN	Chemical, Biological, Radiological, and Nuclear — hazard/response category
CERT	Latvia's national cybersecurity incident response authority
CIMIC	Civil-Military Cooperation
DDoS	Distributed Denial of Service — cyber attack overwhelming a system with traffic
MCI	Mass caus
NKDL	National Cybersecurity Law (Latvia), in force from 01.09.2024
NMPD	National Emergency Medical Service (Latvia)
NBS	National Armed Forces (Latvia)
NIS2	EU Network and Information Security Directive 2 — broadened cybersecurity requirements
SKMP	Hospital Disaster Medicine Plan (Latvia)
SOC	Security Operations Centre
VKMP	National Disaster Medicine Plan (Latvia)
VRS	State Border Guard (Latvia)
VUGD	State Fire and Rescue Service (Latvia)
ZZ Dats	Latvian IT company; supply chain data breach affecting 42 municipalities (2024)
PAGD	Fire and Rescue Department under the Ministry of the Interior (Lithuania)
PGV	Panevėžys Fire and Rescue Board (Lithuania)
NCSC	National Cyber Security Centre (Lithuania)
EMS	Emergency Medical Service Panevėžys Branch (Lithuania)
VPK	Panevėžys County Chief Police Commissariat (Lithuania)
EOC	Panevėžys District Emergency Operations Center (Lithuania)
APDM	Administration of Panevėžys District Municipality

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